

5.1.

Executive Committee

June 11, 2003

Approval of PY'03 TANF Funding Allocations for
Special Initiatives

RECOMMENDATION:

Approval is recommended for \$456,000 in PY'03 TANF funding for special initiatives as described below.

BACKGROUND:

Renewal of Contract with Miami-Dade Transit for Bus Service to Mile Marker 50 in Monroe County

On September 19, 2001, the Board approved a \$360,000 contract with the Miami-Dade Transit to extend Miami-Dade bus service to Mile Marker 98 and on July 1, 2002 this bus service was further extended to Mile Marker 50, in Marathon. The route operates seven days a week, year round, to enable Welfare Transition customers from South Dade to access job opportunities in the Keys. All SFW participants -from WIA, Welfare Transition, and Welfare-to-Work - are eligible to use these buses at no cost. Any fares generated by other customers who are transported by the bus service will be used to offset the cost of the route.

Staff recommends the approval of a PY'03 contract with Miami-Dade Transit to provide bus services from South Dade to Mile Marker 50 in Monroe County, for an amount not to exceed \$360,000.

Other Special Initiatives


FL

Executive Summary



To: Robert Tischenkel, City Attorney

cc: Julio Avel, City Manager
James Roberts, County Administrator
James Malloch, Monroe County
Roger Wittenberg, Finance Director
Dennis Grote, Budget Analyst
Team Transit / KWDOT

From: Myra Hernandez, Manager / KWDOT 

Date: June 11, 2003 (revised)

Subject: Transit Partnership – Lower Keys Shuttle Route
“South Fifty Keys Connection”
Monroe County and City of Key West Inter Local Agreement

Project / History:

As the city and county continue to face issues of affordable housing for our working community, we are all faced with the reality that in order to own a home, or afford to live in the Keys, the only alternative is to move into the Lower Keys area.

These same individuals that comprise a majority of the work force in the Keys and Key West are the persons required to travel daily commutes to and from work, school, grocery stores, doctor appointments, and so forth. In many cases these individuals do not always have the resources available to them to perform the required functions of life, but depend on the kindness of others to assist them in accomplishing same.

In yet severe circumstances, this is the reason some of these individuals are not employed, working, or are not enrolled in and receiving continuing education or vocational training that would inevitably benefit us all. The reason, they simply do not have transportation available.

This information, along with the fact that the Keys economy is primarily based on tourism, which today consists of a driving market due to concerns of potential terrorism activity, we continue to see a constant and steady increase of traffic and congestion on U.S. Highway 1, with no plan for alternative modes of travel, or solutions to this problem close at hand.

Given the above information, we have not even taken into consideration what type of scenario might unfold should emergency evacuation be necessary at any given time, Keys wide. Hurricane season as we speak, yet another reason for a Lower Keys shuttle bus service.

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To get to the issue at hand, back in June of 2000, the Monroe County Commission and South Florida Work Force Board, entered into a contractual agreement wherein Miami-Dade provided a WAGES funding program that allowed for the implementation of the Miami-Dade Express, a reverse commute service.

This bus route is currently operating via funding assistance awarded by a Job Access Reverse Commute (JARC) program from the State of Florida Department of Transportation (FDOT) and the Federal Transit Administration (FTA).

The Miami-Dade Express reported rider ship of 2,000 passengers during the month of September 2000, and rider ship of 12,227 for the same period of time in year 2002, a 10,000+ increase over two (2) years.

This bus service operates daily and provides transportation from Dade County to Monroe County, beginning at Florida City, and traveling southward to Marathon, Florida, operating six (6) trips per day.

Those statistics alone demonstrate the demand for a keys-wide public transportation system, which will provide connection abilities; a total "Keys Connection" from Miami Dade County, Florida, through the Florida Keys, and to the final destination, the City of Key West.

With the same issues and concerns in mind, the City Commission / City of Key West sponsored and approved Resolution No. 02-160, creating a County/City Transportation Study Committee, that would work together to communicate and facilitate participation by all government entities interested, in the development of a Lower Keys Shuttle bus route network, or conceptual plan, as presented to you at this time.

The County/City Transportation Study Committee members have worked together for over a year to date and have developed a conceptual plan for the city, other cities, and the county, which is presented to you at this time, for your review, comments and/or approval to proceed in securing funding, implementation and route network design work to be provided with the assistance of the Florida Department of Transportation (FDOT), via a consultant service, as soon as possible.

The purpose of the resolution request at this time from both the City Commission and the County Commission, with meetings being held one (1) day in between each other, is to request clear direction on how each agency wishes to proceed on this issue. To request proper authorization and approval be conveyed to the City Manager, Mr. Julio Avel, the County Administrator, Mr. James Roberts, to the Key West Department of Transportation (KWDoT) and Monroe County Transportation (MCT), as those persons

who will continue to work together and move forward on behalf of the City of Key West and the County of Monroe in securing funding abilities to develop a viable route network for the Lower Keys.

network, planning and design of the route extensions with assistance to be provided by the Florida Department of Transportation (FDOT), District VI, in identification of anticipated costs, revenue fare / fee structure, and all other operating details that will then be brought back to both commissions, for review and final approval, in the very soon future.

The options presented are the most realistic, equitable and fairest share formulas that the committee believes have potential that can result in a commitment from the city and county, while providing a benefit and service to the community and public at large, both the visitors and residents, while maintaining an equitable distribution of responsibility and cost to all agencies participating.

Below, each option listed includes the ***option reference*** as to type of funding program and use of funding dollars, ***advantages, disadvantages and potential fiscal impact.***

Option 1) Job Access Reverse Commute (JARC) Funding:

The Job Access Reverse Commute (JARC) program funding assistance award available to the City of Key West, which has been relayed by David Whitestone of Holland and Knight, as an electronic award but we have not received anything hard copy yet. The amount is \$1.0 million dollars and this program can be used for operating assistance related to providing reverse commute transportation services by bus, train, carpool, vans or other public transit service.

However, JARC funds allow for up to a 50% reimbursement of expenditures, which means that would require a total 50% match of expenses from all agencies participating of an equal value, or 25% city / 25% county.

Assumptions:

- ♦ Trips will operate seven (7) days / week, including holidays.
- ♦ Trips will begin from Stock Island and end at Stock Island, and will take approximately 75 minutes to complete for the two (2) Marathon / Stock Island routes.
- ♦ Four (4) buses / drivers will be required to operate the lower keys route.
- ♦ Two (2) buses will be traveling in either direction at any given time.
- ♦ Two (2) buses will travel the complete route from Stock Island to Marathon, Florida.
- ♦ Two (2) buses will travel half the extended route, or from Stock Island to Big Pine Key, Florida.
- ♦ Trips and times will coincide with the schedule used by the Miami-Dade Express.

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- ♦ Trips will begin at 6:00 am and operate until 11:30 pm, each day.
- ♦ All four (4) buses will operate 17.5 hours / day.

Costs/Timetables:

17.5 hours per day / vehicle X 4 vehicles; two (2) vehicles operating the Marathon to Stock Island route / day, equates to seven (7) round trips or 14 one-way trips / day, utilizing an average trip time of 75 minutes / trip. The other two (2) routes will travel from Big Pine Key, to Stock Island and back, each day, for an estimated travel distance of 35 miles, or 50 minutes. At 17.5 hours / day, that computes to 10.5 round trips per day, or 21 one-way trips per day.

At bottom line operating cost per vehicle which recommends using non-benefit earning contract labor initially, the cost per hour for a driver and the vehicle is \$18.95.

Four (4) vehicles per day, at 17.5 / hours / day, equals \$1,326.50 / day for operation costs associated with a lower keys shuttle bus route.

The important point here is to utilize contract, or non-benefit earning labor initially, as this is set forth as a pilot project, and until it can become self supportive, we would recommend initial hiring of non-benefit earning, or contract labor, positions to utilize as bus drivers until such time that the route has proven itself to be successful, and then we could convert those positions over to fulltime equivalent personnel with benefit earning privileges. To do so initially would commit everyone to an unrealistic goal.

Base on a cost of operation of \$1,326.50 / day, multiplied by 365 / days / year, equals an annual operating cost of \$484,172.50.

Should the city and county accept the JARC funding assistance grant, up to \$1.0 million dollars is reimbursable at the rate of 50%, which means that \$242,086.25, per year would be required as the remaining 50% match, to be met by a combination of expenses from both agencies, or a split of \$121,043.13 / City of Key West, and the same amount from Monroe County.

While we have not been able to ascertain whether existing in-kind service expenses can be assigned at a percentage rate or ratio of time used and costs related to the Lower keys shuttle route extension such as those operating expenses of the para transit service, salaries, fuels, fluids, etc., currently in place and used for the Monroe County Transportation program; and, the very same type of expenses of the public transit service provided by the City of Key West DOT, we believe that an amicable formula can be worked on with the assistance of FDOT and the FTA, as this has been done with service development grant programs in the past for certain route extensions of public transit service.

However, this is a critical factor as to the direction to proceed on this project at this time, as it means the difference between out of pocket or additional expenses versus existing expenses.

Further, we all recognize that a fare structure must be set at a realistic value as it relates to the service and related expenses for operating said service, but we recommend it be set at a sliding scale or distance of travel, rather than a flat rate.

An example would be that the fare for a Marathon to Stock Island commute would be \$4.00 / person / trip, full fare, and the fare for a Big Coppitt to Stock Island trip would be \$1.50 / person / trip.

It is important to also include a "local" or discounted pass rate or fare, which would be a reduced rate, and would be available to disadvantaged, disabled, elderly and local residents for unlimited use for a specific period of time.

This type of bus pass would be a weekly, monthly, or other type of pass at a local and/or discounted rate, similar to the monthly pass fare structure currently in place for Key West Transit. Of course, eligibility criteria would have to be met with proof for same.

In summary as it relates to all options of the lower keys shuttle route conceptual plan and operating project, the ultimate goal is to that the shuttle make every effort possible to become a self-sufficient operation within the two (2) to three (3) year pilot project time frame set forth by FDOT. So, the fare structure becomes a critical part of that equation.

And, in an effort to explore options further, the city and county did contact the Florida Department of Transportation (FDOT) District VI, and we were told that it is very possible that FDOT, District VI, may be able to commit a 75/25% service development program funding assistance grant for this project.

Service Development Grant Programs can be for up to a three (3) year period, and the ration of match of 75% to 25% is extremely a good percentage for FDOT to offer. It exemplifies a substantial commitment on the part of State DOT.

Please note that is has been verbally relayed that the JARC funding award and acceptance of same is for the current fiscal year, which means that this funding would

be available for use immediately, or at the beginning of fiscal year 2003-04, October 1, 2003, and that the service development funds could come into play in operating period or years 2,3 and 4.

Option 2) – Service Development Program Plan Funding:

First, let us assume that all the prior assumptions and operating plans as to times and route hours and expenditures are the same under this option, then in light of the fact that FDOT District VI, has always been in favor of this type of joint venture, and has recognized the need for a public transportation service, county-wide for sometime, they have stated there position on possible participation by way of a 75/25% operating assistance program with the City of Key West and the County, for a regional connection, or the lower keys shuttle bus route extension.

All of the specifics of operation would remain the same as outlined in Option No. 1, above, but the difference would be the percentage required, and the implementation date. The grant program used would be as noted above, a Service Development Funding Program.

A service development program project description, and letter of request for consideration of funding for fiscal year 2004, and beyond, has been forwarded to District VI, FDOT, and a copy is attached for your information to this executive summary.

Service development program requests are due in June of each year, and if awarded, become available the following State budget period, or the following July 1st, of the next year.

If the County and City desire to proceed with utilizing a service development funding assistance program at this time, it would not be available to implement, if awarded, until July 1, 2004.

The concern of the County/City Transportation Study Committee members at this point in time is that the Miami-Dade Express reverse commute may not renew their operation, or service, yet another year, if there is not a regional or keys-wide service connection, allowing for travel ability between the two (2) counties, Dade and Monroe, all the way.

That is a chance that we would have to take if the consensus is to proceed in that direction at this time.

However, given the split of 75/25%, the dollar amount of match required by a combination to be agreed upon by the city and county would be a total of \$121,043.13, or \$ 60,521.57, each entity, for up to three (3) years.

Option No. 3) JARC Funding Utilization for Enhanced Public Transportation – Destination To Be Announced:

And, the third option is an option that may or may not include or require participation by Monroe County, is the ability to use JARC funding to enhance and improve existing public transportation services and the system currently in place.

That can be done either using the existing routes and stepping the service level up with increased frequency times for an improved level of service or system enhancement that can be derived by utilizing the JARC program assistance also.

This would require additional expense as it would require additional buses on the road, and the study as well as recommendation for same can be easily conducted within the scope of services that will be addressed over the next two (2) to three (3) month time frame when KWDOT is performing and participating in our 5-Year Transit Development Plan update.

It is quite possible that there currently are sufficient "operating expenses" within the Key West Department of Transportation that will allow for improved levels of service, city-wide, without requiring additional "out of pocket" expenses that fall outside of the eligible reimbursement maximum of all grant programs currently in place, as well as the additional JARC funds that are being offered to us at this time.

The third (3rd) year update to the existing TDP is a grand requirement of FDOT, and the third year update is considered your "major" update year.

So, if the direction of the City Commission and City Manager, is to look at ways to utilize the JARC funding award within the city, or direction is provided to research the possibility of expansion but not as far north as Marathon, Florida, then it is important to advise everyone at this time that JARC funds can be used for that type of operational assistance as well.

Concrete and complete answers to that direction will be made available, should that be the direction the City Manager and City Commission provide as a result of this summary and information contained herein.

Based on the rider ship information from the Miami-Dade Express bus route, and the random / inform bus surveys collected by both city and county committee members, a copy of which is attached, it is clear that there is a need and demand market for a lower keys shuttle bus service.

And, based on the recommendation for the fare box revenue recapture as it relates to direct operating costs, the committee believes that we could easily make up 15% of the required revenue match for such a shuttle route, if the fare structure is properly evaluated and established from the beginning.

Committee Recommendation:

Given the demand and information contained in this summary, it is recommended by the Transportation Study Committee members that the City and County continue to explore ALL of the options available; that the committee members continue to meet on a regular basis, define and confirm the details of both the JARC program funding requirements as well as the solidity of the FDOT commitment for the Service Development Program request.

That the final PLAN be brought back to both commissions, the city and county, for final review of detailed budgeting and route network operational plans, and specific match versus use of JARC program dollars for initial implementation by October 1, 2003, and/or use of Service Development Program funds for the following three (3) year time frame.

In summary, it is recommended that a combination of the two (2) programs be utilized to provide for a solid foundation on which to build the lower keys shuttle bus route extension of service.

However, this recommendation is pre-requisite in that the committee must confirm that there will be NO additional out of pocket expenses required to implement this program, with the exception of the salaries and direct operation costs, which also will require confirmation that said expenditures are eligible for reimbursement by one or the other funding assistance programs being considered, and that the final plan for operation and an inter-local agreement MUST be brought back to both commissions, the City Commission and County Commission, for formal and final approval to proceed.

And, finally, the Key West Department of Transportation and Monroe County Social Services and Transportation committee members will present a financial Performa at the meeting(s) to be held on June 17, and 18, 2003, respectively, for the City of Key West Commission and City Manager, and the County Commission and County Administrator.

At this time I would like to thank everyone who has contributed with time and effort to this project. Hopefully, we will be working together in the future.

/mh

Attachments

Executive Summary (City and County Transportation in the Lower Keys) 6-11-03

Tabulation of Unofficial Transportation Survey

LOCATION	YES	NO	MAYBE	TOTAL NUMBER OF SURVEYS FROM EACH LOCATION
Big Coppit	2	0	0	2
Big Pine	7	3	0	10
Cudjoe Key	1	0	0	1
Duck Key	0	1	0	1
Grassy Key	0	1	0	1
Islamorada	2	1	2	5
Key Colony Beach	1	1	2	4
Key Largo	3	3	0	6
Key West	21	6	8	35
Little Torch	3	0	0	3
Looe Key	1	0	0	1
Marathon	34	5	4	43
Miami	0	1	0	1
Middle Torch	1	0	0	1
Plantation	1	0	0	1
Ramrod	2	0	0	2
Ramrod	1	0	0	1
Stock Island	0	0	1	1
Sugarloaf	1	0	0	1
Sugarloaf	1	0	2	3
Summerland	4	3	1	8
Tavenier	7	1	4	12
TOTAL NUMBER OF SURVEYS RETURNED	93	26	24	143

Note: * OF 143 Completed Surveys
117 would use public transit!



May 12, 2003

Myra J. Hernandez, KWDoT Manager, CCTM
627 Palm Avenue, P.O.Box 1078
Key West, Florida 33040

Dear Ms. Hernandez:

The South Florida Workforce is pleased to support Key West's Grant Application to the Florida Department of Transportation. As the organization that represents the partnership between workforce development (the workforce development board for this region), and the five government South Florida Employment and Training Consortium (Miami-Dade and Monroe Counties, the cities of Miami, Miami Beach and Hialeah), we are happy to provide support of your grant application for funding to implement bus service throughout the Florida Keys.

We strongly support Monroe County's grant application. As you are aware, the South Florida Workforce through the former W.A.G.E.S. Coalition was instrumental in implementing the TEA 21 services from Florida City to Mile Marker 94 and currently using Welfare Transition funds provides transportation services from Mile Marker 94 to Mile Marker 50. Your grant application if funded would provide a much-needed expansion of transportation services needed to facilitate employment opportunities for the hardest to serve residents of the Lower Keys and South Dade County.

We look forward to working with Monroe County and the City of Key West if your grant application is selected for funding.

Sincerely,

A handwritten signature in cursive script, which appears to read "Harriet Spivak", is written in black ink.

Harriet Spivak
Executive Director
South Florida Workforce Board

Service Development Project Proposal

"Lower Keys Shuttle Route Extension"

City of Key West and Monroe County

- Recipient Name:** Key West Department of Transportation (KWDoT)
City of Key West, and
Monroe County Transportation, Monroe County, Florida (MCT)
- Project Type:** A route extension that will connect with the Miami-Dade Reverse Commute Express in Marathon, Florida, at Mile Marker 50, and provide a regional public transportation system into Stock Island and Key West, Florida.
DBA: South Fifty Keys Connection
- Maximum Period:** The maximum duration period requested is the maximum allowed under this program, a three (3) year period, of which, this application is the third (3RD) year request. This request should cover the fiscal year of 2004-2007.
- Project Location:** Shuttle route extension that service all the Lower Florida Keys from Stock Island, Florida, where the current public transportation system network ends service, east and north, to Mile Marker 50, Marathon, Florida. This service will provide total keys wide connection for residents and visitors of the Florida Keys and the City of Key West. The Florida Keys Community College has agreed to serve as the connection terminal site for transfers of the Lower Keys Shuttle route bus service to the existing bus service routes that travel throughout Stock Island and Key West, Florida. Service will be provided with travel times estimated at 50 minutes for two (2) vehicles, traveling between Stock Island and Big Pine Key, Florida, with 10 round trips per day, and two (2) other bus service/routes that will travel the entire extended portion, or 50 miles, with an estimated travel time of 75 minutes, one-way, allowing for 6 round trips per day. Headway time for the entire route network will be 35-40 minutes, and for the shorter or "express" travel distance, headway is expected to range from 25-35 minutes.
- Project Initiation/Completion:** The City of Key West and Monroe County have undertaken the joint task of developing a County/City Transportation Study Committee, which has worked together for more than one (1) year to date and respectfully, submit this application and letter of request as a joint venture on behalf of both agencies.
- Additionally, the extension of the existing fixed route public transportation system was identified in the Key West Department of Transportation (KWDoT) 5-Year Transit Development Plan (TDP), which was submitted to FDOT in July 2000. The requested service and route extension is a direct recommendation of that TDP for enhanced and improved public transportation services.
- Project Objectives:** The proposed route extension would allow connect ability to the Miami-Dade Express Reverse Commute, and would be the first time in history that public transportation has been available in the Florida Keys.

Service Development Grant Request

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Objectives identified are to develop and implement a fare structure that would eventually provide for up to 25% of the operating expense of the route; to increase rider ship by 10% per year; to increase fare box revenues by 10% per year, and to educate visitors to the Florida Keys that they can visit our island chain without automobiles.

Additionally, for this project to work, the county and city would enter into an Inter-Local Agreement for share cost of operational expenses as well as revenues associated with funding programs available.

Operational Responsibilities: The City of Key West Department of Transportation (KWDoT) and Monroe County Transportation (MCT) will jointly be responsible for providing operational assistance, administrative support, monitoring of rider ship, marketing, education, as well as marketing and solicitation of private sector participation with cost-sharing or special coupon pass purchase programs to be identified.

Criteria for Success: It is anticipated that the rider ship increase and the needs assessment as indicated by the survey results included in the bench mark and perform that is a part of our current 5-Year TDP will assist with the scope of services required to assure the success of the Lower Keys Shuttle.

Project Budget (Fiscal Period 2004-05, and 2006-07)

(Note: This is a one (1) year operating budget proposal)

	<u>Item / Cost</u>	<u>Total Cost</u>	<u>Revenues</u>	<u>Net Cost</u>	<u>State Share</u>
Operating	\$ 484,172.50.	\$ 484,172.50.	\$ 72,626.00	\$ 411,546.50	\$ 205,773.25
Administrative Support:	25,000.	25,000.	-0-	\$ 25,000.00	\$ 12,500.00
*Total:	<u>\$ 509,172.50.</u>	<u>\$ 509,172.50.</u>	<u>\$ 72,626.00</u>	<u>\$ 436,546.50</u>	<u>\$ 218,273.25</u>

*(Note: Again, this is an annual budget and the need and request is for three (3) years total with the understanding that it must be re-applied for each year to FDOT, District VI).

The 3 year total projection of costs and request for project is \$509,172.50, total project request for assistance)